

ANNEX 6 (ESF-6)

MASS CARE

PRIMARY: SC Department of Social Services

SUPPORT: The American Red Cross; The Salvation Army; SC Department of Health and Human Services; Department of Health and Environmental Control; Department of Probation, Parole, and Pardon Services; Lieutenant Governor's Office on Aging

I. INTRODUCTION

- A. The Department of Social Services (DSS) is the Primary State Agency designated for coordinating Mass Care operations.
- B. Mass Care encompasses sheltering (existing or constructed facilities); feeding (fixed sites, mobile feeding units); bulk distribution of food and supplies; first aid at mass care facilities and designated sites; and disaster welfare inquiry. The American Red Cross is the primary organization that operates mass care shelters in South Carolina. Both the American Red Cross and the Salvation Army provide feeding capability through their own resources.
- C. The Department of Social Services and DHEC will jointly open Special Medical Needs Shelters (SMNS) in South Carolina. DHEC will manage SMNS.

II. MISSION

To organize within state government the capability to meet basic human needs (shelter, food, clothing, inquiry, and emergency social services) in disaster situations and to outline responsibility and policy established for Mass Care operations before, during, and after a disaster.

III. CONCEPT OF OPERATIONS

- A. DSS is responsible for coordinating all ESF-6 administrative, management, planning, training, preparedness, mitigation, response and recovery activities to include coordinating, and maintaining the ESF-6 SOP. All ESF-6 supporting agencies will assist DSS in the planning and execution of the above. All ESF-6 personnel will be trained on the principles of the National Incident Management System (NIMS) and Incident Command and integrate those principles into all ESF-6 planning and response operations.
- B. DSS will coordinate with the American Red Cross (ARC), Salvation Army, other volunteer relief organizations, and all supporting and other

appropriate agencies/organizations to facilitate interagency/inter-organizational planning and to promote operational coherence.

- C. DSS shall act as the primary Mass Care coordinator. However, each Mass Care member agency/organization will manage its own program(s) and maintain administrative and financial control over its activities.
- D. The Department of Health and Human Services (DHHS) will assist in staffing shelters.
- E. Lieutenant Governor's Office of Aging will also coordinate expansion of the Home Delivered Meals Program and offer services to the elderly population as needed.
- F. In coordination with, and support of, the State Assessment Team (SAT), ESF-6 will assess the situation (both pre- and post-event), and in coordination with local emergency management officials, develop strategies to respond to the emergency.
- G. The ARC, SA, and other voluntary agencies independently provide mass care to disaster victims as part of a broad program of disaster relief. Mass care encompasses the following:
 - 1. Shelter
 - a. The provision of emergency shelter for disaster victims and emergency workers includes the use of pre-disaster designated shelter sites in existing structures, temporary shelters, or the use of similar facilities outside the disaster area should evacuation be necessary. Mass Care shelters may be opened by the ARC, SA, or other organizations. However, ARC shelter operations are managed by the ARC trained volunteers and staff. DSS will provide staffing assistance to designated ARC and SMNS shelters only.
 - b. Listings of pre-disaster designated shelters may be found in the County EOPs (Mass Care Annex), the South Carolina Hurricane Plan, the South Carolina Operational Radiological Emergency Response Plan (SCORERP), and both the Lake Murray and Santee Cooper Dam Site-Specific Plans.
 - c. Expedient post-event sheltering may occur in other facilities not pre-designated if the primary facilities have been made unsuitable by the impact of the event.

2. Feeding

- a. The ARC and SA will manage feeding programs for disaster victims and emergency workers through a combination of fixed sites, mobile feeding units, and if needed, bulk food distribution.
- b. Feeding operations will be coordinated through ESF-6 and supported by the Department of Education, DSS, USDA Food and Nutrition Service, and major volunteer organizations. See ESF-11.
- c. Feeding operations will be based on sound nutritional standards and will strive to include provisions for meeting any special dietary requirements of disaster victims.

3. Emergency First Aid

The ARC and SA will provide emergency first aid services to disaster victims and workers at their facilities. This will not supplant required medical services provided by local EMS, or support under ESF-8 of the SCEOP.

4. Disaster Welfare Inquiry (DWI)

- a. The ARC provides Disaster Welfare Inquiry for clients that meet specified criteria. Clients may be directed to the American Red Cross to obtain services.
- b. DWI will also be provided to aid in reunification of family members within the affected area who were separated at the time of the disaster.
- c. If available in the shelter information data, provide missing person information, upon request.

5. Bulk Distribution of Emergency Relief Supplies

Sites may be established within the affected area for distribution of emergency relief supplies. Distribution will be determined by the requirement to meet urgent needs of disaster victims for essential items in areas where commercial trade is inoperative or insufficient to meet emergency needs of victims.

H. Special Medical Needs Shelters (SMNS)

1. DHEC and DSS will jointly open SMNS; DHEC will manage SMNS.
2. DHEC will contract to use facilities as medical evacuation facilities, staff shelters with medical personnel, provide medical care for SMNS patients, and provide liability coverage to SMNS.
3. DSS will register SMNS patients and caregivers, contract for feeding at SMNS, and report shelter status to DSS operations.

IV. ESF ACTIONS

A. Preparedness

1. The primary agency will prepare for disaster exercises by coordinating with support agencies for their participation in exercises.
2. ESF-8 will provide ESF-6 with regularly updated lists of planned special needs shelters or other special needs units in existence in each county.
3. ESF-6 will maintain a roster of primary contact ESF personnel.
4. ESF-6 will coordinate with ARC, SA, SCEMD, and counties to ensure an up-to-date shelter list is available.
5. ESF-6 will have, procure, and regularly update a list of all agencies (public and private) that have a mission and capability to provide mass feeding in times of disaster.
6. ESF-6 agencies will participate in state exercises and conduct, at least annually, ESF-6 training to validate this annex and supporting SOPs.
7. Annually review the Department of Homeland Security Universal Task List and integrate tasks as appropriate.
8. Ensure all ESF-6 personnel integrate NIMS principles in all planning. All ESF personnel will complete all required NIMS training, as outlined in the 2006 Department of Homeland Security (DHS) training guidance.

B. Response

1. Lead and support agencies will have and maintain appropriate listings of agency staff to notify for response activities.
2. ESF-6 will coordinate with ESF-5, 11, and 18 regarding mass feeding sites established by responding emergency management agencies.
3. Shelters will be opened and closed in accordance with public need as assessed by the appropriate volunteer organization, SCEMD, and county emergency management agencies. Final decision rests with the ARC for ARC managed shelters.
4. ESF-6 will monitor occupancy levels and ongoing victims' needs, and will provide ESF-5 with an updated list of operational shelters.
5. ESF-6 will coordinate with SCEMD, ARC, DHEC, and counties to update lists of available shelters including Special Medical Needs Shelters (SMNS).
6. ESF-6 will coordinate with ESF-8 for the provision of medical services and mental health services in shelters with the appropriate agencies.
7. ESF-6 will coordinate with appropriate agencies to ensure that each shelter has a working communications system and has contact with the county Emergency Operations Center (EOC) and the managing agency. This may include radio, telephone, computer, or cellular telephone communication devices.
8. ESF-6 will provide a list of mass care sites requiring restoration of services to SEOC Operations.
9. ESF-6 will coordinate with ESF-13 regarding additional security resources, if needed, at mass care shelters.

C. Recovery

1. ESF-6 will coordinate with ESF-5, 11, and 18 to establish or support existing mass feeding sites operated by the American Red Cross, Salvation Army, and other volunteer agencies. The first priority of mass feeding activities will be disaster victims. Emergency workers will be encouraged to utilize established mass feeding sites in lieu of individual site distribution.

2. ESF-6 will coordinate mass feeding locations to ensure optimal access for public service based on emergency needs.
3. ESF-6 will coordinate with ESF 3 for garbage removal and ESF 8 for sanitation requirements and inspections at mass feeding sites in conjunction with county agencies.
4. ESF-6 will coordinate with responsible agencies for the provision of food and water to mass feeding sites, if needed. Liaison will be established with ESF- 11 and 18 to ensure continued coordination for mass feeding.
5. Anticipate and plan for arrival of and coordination with FEMA ESF-6 personnel in the SEOC and Joint Field Office (JFO).

D. Mitigation

1. ESF-6 agencies will work to educate citizens on disaster preparedness and disaster mitigation activities.
2. Support requests and directives resulting from the Governor and/or FEMA concerning mitigation and/or re-development activities.
3. Document matters that may be needed for inclusion in agency or state/federal briefings, situation reports, and action plans.

V. RESPONSIBILITIES

A. Department of Social Services

1. Preparedness
 - a. Identify, train, and assign DSS personnel to staff ESF-6 in the SEOC.
 - b. Plan for mitigation, preparedness, response, short-term and long-term recovery actions.
 - c. Maintain and disseminate current information on federal and state policies, laws, and regulations relevant to DSS responsibility in Mass Care operations.
 - d. Disseminate administrative procedures for specific DSS administered programs designed to meet post-disaster needs to include Emergency Food Stamp Program (Electronic Benefit Transfer Cards) and the Individual and Households Program.

- e. Develop Mass Care training programs for DSS personnel and participate in ARC shelter operations training at state and county level.
 - f. Maintain formal agreements, SOUs, MOUs, and working relationships with supporting Mass Care agencies and organizations, as required.
 - g. Maintain written operating procedures including alert list of appropriate Mass Care organizations, and disaster response personnel.
 - h. Participate in periodic Mass Care drills and exercises. Evaluate and coordinate necessary revisions to Mass Care plans with Mass Care member agencies/ organizations.
 - i. Provide guidance and consultation to local government in developing and maintaining a local Mass Care capability and capacity.
2. Response
- a. Notify all ESF-6 supporting agencies upon activation.
 - b. Provide DSS staff to support shelter operations, as required.
 - c. Communicate with all Mass Care agencies and organizations to compile and exchange information concerning the extent of the disaster and the status of response operations. Provide such information to the SEOC Operations.
 - d. Provide a State Mass Care Coordinator to the State Emergency Operations Center upon request of the SC Emergency Management Division.
 - e. Coordinate with Mass Care organizations to ensure operational coordination in disaster response of mass care services and support to local government.
 - f. Keep the public informed of available Mass Care assistance programs, in coordination with Mass Care support agencies and organizations by augmenting the state public information services.
 - g. Provide information on the human-need situation (major problems and needs) to the Department of Health and

Human Services, Region IV, the USDA Food and Consumer Service, and the Federal ESF-6 (ARC) representative in FEMA Region IV, as required.

- h. Collect, compile, and maintain all essential information, generate reports and records concerning Mass Care disaster response.

3. Recovery

- a. Continue to coordinate with Mass Care agencies and organizations.
- b. Continue to keep the public informed of available Mass Care state and federal assistance programs.
- c. Administer recovery programs; e.g., the Emergency Food Stamp Program and the Individual and Household Program.
- d. The Department of Social Services, ARC, SA, and other Mass Care support agencies will use normal supply channels with a priority status. DSS will coordinate with all Mass Care agencies/organizations and support agencies to ensure that all state assets have been applied prior to requesting federal assistance.

B. American Red Cross

1. Preparedness

The ARC mitigates suffering by meeting the immediate emergency needs of victims in advance of a potential disaster or after a disaster has struck.

- a. Identify, train, and assign ARC liaison to staff ESF-6 in the SEOC.
- b. Plan for disaster mitigation, preparedness, response, short-term, and long-term recovery actions in coordination with government agencies based on hazard analysis and history of disaster (see Attachment A this annex).
- c. Recruit and train disaster volunteer workers; train state employees in ARC shelter staff operations.
- d. Conduct Community Disaster and Mitigation Education programs.

- e. Conduct shelter surveys with school districts and other agencies. Identifies, coordinates, and contracts for shelters in each of the 46 South Carolina counties.
- f. Coordinate with the news media to issue preparatory measures to be taken by persons threatened by a disaster.
- g. Promote mitigation at the state and local government levels to include disaster relief to victims.
- h. Test validity of disaster response plans and procedures through internal and inter-agency disaster response exercises. Evaluate and coordinate necessary revisions to Mass Care plans with government agencies.

2. Response

- a. Establish an ARC headquarters in the affected area for coordination of services.
- b. Assign a liaison to the SEOC.
- c. Conduct community disaster needs assessments.
- d. Establish and manage mass care shelters (facilities) and provide first aid nursing coverage. Provide list of operational shelters to ESF-6 during disasters.
- e. Update shelter status information in the DHEC automated shelter tracking system.
- f. Provide meals at fixed sites and through mobile feeding units.
- g. Assist in securing additional first aid supplies for ARC facilities.
- h. Provide disaster welfare inquiry service on a continuing basis.
- i. Assume liability for all ARC shelter operations.

3. Recovery

Disaster-caused need, not loss, is the basis upon which ARC assistance is provided. Depending upon an evaluation of need and resources available, the ARC may provide:

- a. Food, clothing, and other emergency needs.
- b. Temporary housing assistance, up to thirty (30) days following a disaster, or until other resources are available to meet the need.
- c. Temporary repair of owner-occupied homes.
- d. Household furnishings for basic items essential to family living.
- e. Essential medical and nursing care items and/or assistance/referral for those injured or made ill because of the disaster, or whose condition is aggravated by the disaster.
- f. Assistance in providing information about federal and other resources available for additional assistance to disaster victims.
- g. Provide representatives or information at Disaster Recovery Centers (DRC) to inform applicants of available ARC assistance.
- h. The American Red Cross manages its own logistics system of procurement, warehouses, relief facilities, transportation, and communication networks.

C. The Salvation Army

1. Preparedness

The Salvation Army is a national religious and charitable organization with the capability to immediately render emergency disaster relief services to individuals and families threatened, or directly affected by disaster (see Attachment B this annex).

- a. Identify, train, and assign personnel to staff ESF-6 in the SEOC.

- b. Review the Salvation Army's North and South Carolina Disaster Plan, and implementing Standard Operating Procedures. Cooperate with state and local agencies and organizations in developing inter-agency and inter-organizational disaster response plans. Participate in annual county mass care coordination meetings.
 - c. Conduct disaster response training for Salvation Army staff and volunteers.
 - d. Test validity of disaster response plans and procedures through internal and inter-agency disaster response exercises.
- 2. Response
 - a. Activate the Divisional Emergency Response Team (DERT) and/or Incident Management Assistance Team (IMAT).
 - b. Assign a Salvation Army Liaison to the State Emergency Operations Center.
 - c. Establish a Command Post in the affected area to coordinate Salvation Army activities/personnel/equipment.
 - d. Initiate Salvation Army emergency sheltering, mobile feeding, and emergency services to disaster workers and victims.
- 3. Recovery
 - a. Deploy teams to provide emotional and spiritual care.
 - b. Assign Salvation Army representatives in Disaster Recovery Centers (DRCs) to provide assistance for disaster victims, as required or requested.
 - c. Provide information and referral services for disaster victims.
 - d. Distribute food and commodities, clothing, furniture, bedding and household needs to disaster victims.
 - e. The Salvation Army operates on a self-sustaining basis, with its own warehouses, shelter facilities, transportation

resources, mobile feeding units, and communications networks.

D. Department of Health and Human Services

1. Preparedness

- a. Identify, train, and assign DHHS personnel to staff shelters and ESF-6 in the SEOC.
- b. Review emergency procedures to prepare to activate State Emergency Response Team members to the SEOC.
- c. Participate in annual county mass care coordination meetings and/or training events.

2. Response

Provide support staff to ARC and special medical needs shelters.

3. Recovery

- a. Provide support in DRCs to assist disaster victims with applying for State and Federal assistance programs.
- b. Assist in providing information and referral services for disaster victims.

E. Department of Health and Environmental Control

- 1. Identify, train, and assign DHEC personnel to maintain contact with and prepare to execute missions in support of ESF-6 during periods of activation.
- 2. Provide personnel, sanitation and food inspection, health care, crisis counseling and water quality services to support mass care operations.
- 3. Identify staff, including nurses, and manage Special Medical Needs Shelters.
- 4. Update SMNS shelter status information in the DHEC automated shelter tracking system.
- 5. Provide nurses to ARC shelters per existing agreement.
- 6. Participate in annual county mass care coordination meetings and/or training events.

- F. Department of Probation, Parole, and Pardon Services
 - 1. Identify, train, and assign personnel to staff ESF-6 during periods of activation.
 - 2. Provide mass care shelter security at shelters designated by ESF-6.
 - 3. Participate in annual mass care coordination meetings and/or training events.
- G. Lieutenant Governor's Office on Aging
 - 1. Preparedness
 - a. Identify, train, and assign personnel to staff ESF-6 in the SEOC.
 - b. Review emergency procedures to prepare to activate State Emergency Response Team members to the SEOC.
 - c. Participate in annual mass care coordination meetings and/or training events.
 - d. Assist in the identification of affected elderly population during disasters or emergencies.
 - 2. Response: Perform initial Assessment of Need to include reestablishing Aging operations, coordinating with other disaster response agencies, coordinating delivery of non-perishable meals, and coordinating volunteer activities.
 - 3. Recovery
 - a. Provide support in disaster recovery centers to assist the elderly with applying for State and Federal Assistance programs.
 - b. Assist in providing information and referral services for disaster victims, to include the elderly.

VI. FEDERAL INTERFACE

- A. This annex is supported by the National Response Plan ESF-6, Mass Care, Housing, and Human Services. When fully operational, representatives from ESF-6 will staff the Advance Emergency Response Team (ERT-A) and the Joint Field Office (JFO).

- B. Once established, Federal ESF-6 executes three functions:
 - 1. Mass Care: Coordinates federal resources to support non-medical mass care to services, emergency shelter for victims, feeding of victims and emergency workers, emergency first aid, the Disaster Welfare Information (DWI) system, and the bulk distribution of emergency relief items.
 - 2. Housing: Provides federal assistance for short and long-term housing needs of victims.
 - 3. Human Services: Coordinates federal resources to assist victim recovery efforts to include crisis counseling and mental health services, special population needs, claims processing, victims assistance, emergency commodities distribution, and mail delivery.
- C. State ESF-6 personnel will be familiar with the National Response Plan (NRP) and the corresponding annex with Federal counterpart concepts, actions and responsibilities. This familiarization will include but not be limited to the make up, functions and responsibilities of the Emergency Response Team – Advanced Element (ERT-A), Interagency Incident Management Groups (IIMG) and the Joint Field Office (JFO).
- D. State ESF-6 will coordinate with Federal ESF-6 to obtain assistance as required.

ATTACHMENTS

A - Statement of Understanding Between the State of South Carolina and The American Red Cross

B - Memorandum of Understanding Between The Salvation Army (A Georgia Corporation) and the South Carolina Emergency Management Division